

United States General Accounting Office

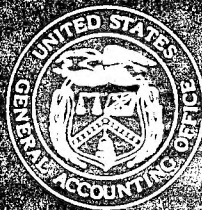
GAO

Report to the Honorable
C. W. Bill Young, Chairman
Subcommittee on National Security,
Committee on Appropriations, House of
Representatives

June 1996

OPERATION AND MAINTENANCE FUNDING

Trends in Army and Air Force Use of Funds for Combat Forces and Infrastructure



19960718 019



National Security and
International Affairs Division

B-271646

June 4, 1996

The Honorable C. W. Bill Young
Chairman, Subcommittee on National Security
Committee on Appropriations
House of Representatives

Dear Mr. Chairman:

The Secretary of Defense has stated that the Department of Defense (DOD) must begin to increase procurement funding if it is to have a modern future force. The Secretary wants to reform the acquisition process and streamline the infrastructure to pay, in part, for force modernization. In this regard, DOD has projected decreases in the operation and maintenance (O&M) account and increases in the procurement account beginning in fiscal year 1998 as reflected in the Future Years Defense Program submissions to Congress.

We reviewed how the Army and the Air Force obligated¹ their annual O&M funds and compared their obligations to what was requested in the President's budgets. We determined what portion of total obligations was used for infrastructure activities as opposed to combat forces. The Navy was not included in our review because, at the headquarters level, it does not maintain the level of budget request and obligation data we needed for our analysis.

Our review was performed under our basic legislative responsibilities. However, because of your expressed interest in O&M and infrastructure issues, we are addressing the report to you.

Results in Brief

The services have a great deal of flexibility as to how they use their O&M funds.² This flexibility is evident in the O&M obligation trends, which illustrate that the proposed uses of O&M identified in the budget request may not always reflect how the funds are obligated. This is particularly true for the Army, which historically obligates less funds for its combat

¹In this report, we focused on the amount obligated—not expended. The amount expended reflects the cost incurred when the obligation is liquidated. Liquidation of the obligation may not occur for some length of time after the obligation is recorded.

²Congress has put some limitations on this flexibility. If a service moves more than \$20 million from one budget activity to another, it is required to obtain congressional approval to reprogram the funds. If a service moves \$20 million or more from certain subactivity groups to other subactivity groups within the Operating Forces budget activity, it is required to advise the congressional defense committees.

DISTRIBUTION STATEMENT A

Approved for public release;
Distribution Unlimited

DTIC QUALITY INSPECTED 3

forces than it requests even when Congress appropriates more than was requested.

The Army and the Air Force obligate about one-third of their O&M funds for activities directly related to combat forces, including training and recruitment. The remainder goes to support infrastructure-type activities such as base support and management activities.

From fiscal years 1993 through 1995, the Army obligated less than 20 percent of its O&M funds for combat forces and support of the forces and the Air Force obligated about 26 percent of its O&M funds for such purposes. When training and recruiting funds are added, the Army's and the Air Force's obligations are about 30 and 34 percent, respectively. The balance of the O&M funds was obligated for infrastructure-type functions such as base support and management activities. During the 3-year period, the Army obligated 33 percent of its O&M funds for base support and 37 percent for management activities. The Air Force obligated 30 percent of its O&M funds for base support and 35 percent for management activities for that same period. The fastest growing accounts were minor construction, maintenance and repair, administrative activities, and international activities.

When the amounts obligated for combat forces and support of the forces and training and recruitment are compared to the amounts requested for these categories, the Army historically requested more than it obligated. Conversely, it often obligates more than requested for infrastructure and management activities. In part, this may be due to Congress appropriating more than requested.³ However, it can also be the result of O&M funds requested for one purpose being obligated for another purpose.

Our comparison of the amounts obligated and budgeted by the Air Force for these same functions showed that the Air Force obligated slightly more than it requested for combat forces. With regard to training and recruiting, the Air Force obligated less than the amounts requested. It obligated more than it requested for base support and slightly less than it requested for management activities.

Background

The services' O&M appropriation gives them the funds to carry out day-to-day activities, such as recruiting and fielding a trained and ready

³Because the services do not allot the amounts appropriated to the program element level, we could not make a direct comparison between the amount requested, amount received, and amount obligated by program element.

force, equipment maintenance and repair, child care and family centers, transportation services, civilian personnel management and pay, and maintaining the infrastructure to support the forces.

Table 1 shows the Army's and the Air Force's O&M budget requests, amounts received, and amounts obligated for fiscal years 1993 through 1995.

Table 1: O&M Funds Requested, Received, and Obligated for Fiscal Years 1993 Through 1995

Dollars in millions						
Fiscal year	Army			Air Force		
	Requested	Received ^a	Obligated	Requested	Received ^a	Obligated
1993	\$16,905.1	\$18,896.6	\$19,250.0	\$18,029.0	\$18,628.4	\$18,563.9
1994	16,019.2	17,860.9	17,942.5	19,808.4	20,556.8	20,518.9
1995	17,821.0	19,564.0	19,533.5	19,077.0	20,345.8	20,296.0

^aThe received amount includes funds appropriated, funds transferred into and out of the O&M appropriation, and supplemental appropriations. Therefore, the amount received exceeds the amount in the budget request.

The services' annual O&M budget requests to Congress are presented in four broad categories referred to as budget activities: operating forces, mobilization, training and recruiting, and administrative and servicewide activities. Each budget activity is further broken down into activity groups which, in turn, are further broken down into subactivity groups. For example, the Army's operating forces budget activity is divided into two activity groups (land forces and land operations support), and each of the activity groups is made up of various subactivity groups. To illustrate, the land forces activity group consists of eight subactivity groups: combat units, tactical support, theater defense forces, forces related training, force communications, depot maintenance, Joint Chiefs of Staff (JCS) exercises, and base support.

Table 2 is an example of the budget presentation document for the Army's operating forces budget activity, activity groups, and subactivity groups for fiscal year 1995.

**Table 2: Army's Fiscal Year 1995
Operating Forces Budget Presentation**

Budget activity	Activity group	Subactivity group
Operating forces	Land forces	Combat units
		Tactical support
		Theater defense
		Force-related training/ special activities
		Force communication
		Depot maintenance
		JCS exercises
		Base support
		Combat development
		Unified commands

The budget subactivity groups are further broken down into program element codes. Although the codes are not part of the budget presentation to Congress, they are maintained as part of the services' funds control process and provide more details about how the services plan to spend the funds received. For example, within the Army's subactivity group—combat units—there are three program element codes that show how the Army plans to use the funds designated for combat units. There are similar program elements in the four budget activities. For example, base operations is a program element that is in most budget activities. Therefore, by grouping similar program elements, it can be determined how much was budgeted and obligated for a particular function.

In performing our analysis, we placed all the program element codes into the following four categories: combat forces and support of the forces, training and recruitment, management and command activities, and base support. For each of these four categories, we listed the budgeted and obligated amounts. See appendixes II and III for a complete listing of the program element codes that comprise each of these four major categories.

Funding for Combat Forces

For fiscal years 1993 through 1995, funds requested for combat forces and support of the forces ranged from \$3.6 billion to \$4.5 billion for the Army. During the same period, the amount of O&M funds the Army obligated for these program element codes ranged from \$3.2 billion to \$4.2 billion. For the Air Force, funds requested for combat forces and support of the forces ranged from \$4.7 billion to \$5.1 billion and the amount obligated ranged from \$5 billion to \$5.3 billion. As shown in table 3, the amounts obligated have increased slightly during the 3-year period, but, at their highest level,

still only represent 21.5 percent of the Army's and 26.8 percent of the Air Force's total O&M obligations.

Table 3: Funds Requested and Obligated for Combat Forces and Support of the Forces for Fiscal Years 1993 Through 1995

Dollars in millions

Fiscal year	Army				Air Force			
	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated
1993	\$3,787.0	\$3,651.3	\$19,250.0	19.0	\$4,668.0	\$4,971.6	\$18,563.9	26.8
1994	3,645.5	3,163.7	17,942.5	17.6	4,974.4	5,338.1	20,518.9	26.0
1995	4,502.5	4,190.7	19,533.5	21.5	5,129.8	5,165.3	20,296.0	25.5
Total	\$11,935.0	\$11,005.7	\$56,726.0	19.4	\$14,772.2	\$15,475.0	\$59,378.8	26.1

As shown above, over the past 3 years, the Air Force obligated about \$700 million more for its combat forces than was requested. In contrast, the Army obligated about \$900 million less than the amounts requested.⁴ The fact that the Army did not obligate all the funds that it requested for its combat forces means that the amount initially requested for combat forces was probably used to fund other O&M programs.

Funding for Training and Recruiting

Training and recruiting are essential elements in maintaining a ready force. Our analysis showed that the amounts obligated for these purposes were routinely less than the amounts the services requested. As shown in table 4, the Army's and the Air Force's requests for the program elements related to training and recruiting in fiscal years 1993 through 1995 ranged from \$2 billion to \$2.2 billion and from \$1.5 billion to \$1.9 billion, respectively. Although the amounts obligated have increased slightly during the 3-year period, at their highest level they still only represented about 10.8 percent of the Army's and 9.1 percent of the Air Force's O&M budgets.

⁴Because the services do not allocate appropriated funds down to the program element level, we could not compare amounts obligated to amounts appropriated. However, in the case of Army combat forces, the amounts obligated were less than the amounts requested irrespective of any increases Congress may have appropriated.

Table 4: Funds Requested and Obligated for Training and Recruiting for Fiscal Years 1993 Through 1995

Dollars in millions

Fiscal year	Army				Air Force			
	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated
1993	\$1,951.1	\$1,999.7	\$19,250.0	10.4	\$1,473.6	\$1,443.3	\$18,563.9	7.8
1994	2,176.7	1,892.2	17,942.5	10.5	1,828.5	1,658.2	20,518.9	8.1
1995	2,247.7	2,104.0	19,533.5	10.8	1,855.2	1,842.4	20,296.0	9.1
Total	\$6,375.5	\$5,995.9	\$56,726.0	10.6	\$5,157.3	\$4,943.9	\$59,378.8	8.3

Table 5 shows the types of training and recruiting activities the Army and the Air Force obligated their O&M funds for in fiscal year 1995. In most cases, the amounts requested and obligated were fairly close. However, overall, the Army and the Air Force obligated less than they requested for their training and recruiting activities.

Table 5: Funds Requested and Obligated for Training and Recruiting Program Elements in Fiscal Year 1995

Dollars in millions

Training and recruiting activities	Army		Air Force	
	Requested	Obligated	Requested	Obligated
Officer acquisition	\$157.4	\$160.2	\$84.1	\$85.6
Skill training	500.6	449.7	536.5	473.6
Other training	570.1	508.5	849.5	881.1
Professional education	262.3	234.9	233.2	240.4
Training support	308.9	285.7	82.9	87.5
Recruiting	222.0	248.1	45.3	51.3
Recruiting leases	133.3	130.2	0	0
Other	93.0	86.8	23.7	23.0
Total ^a	\$2,247.6	\$2,104.1	\$1,855.2	\$1,842.5

^aTotals may not agree with 1995 totals shown in previous table due to rounding.

Funding for Base Support

For fiscal years 1993 through 1995, the Army obligated about 33 percent of its total O&M funds for base support and the Air Force about 30 percent. Table 6 shows the amounts requested and obligated for base support program elements during the 3-year period under review. Although the amounts have decreased slightly from the high point during the period

under review, the services continue to devote a substantial portion of their O&M budgets to maintaining the infrastructure.

Table 6: Funds Requested and Obligated for Base Support for Fiscal Years 1993 Through 1995

Dollars in millions

Fiscal year	Army				Air Force			
	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated
1993	\$4,848.7	\$6,415.5	\$19,250.0	33.3	\$4,522.4	\$5,316.1	\$18,563.9	28.6
1994	4,701.0	6,075.3	17,942.5	33.9	5,350.1	6,670.1	20,518.9	32.5
1995	4,997.1	6,177.3	19,533.5	31.6	4,765.8	6,070.2	20,296.0	29.9
Total	\$14,546.8	\$18,668.1	\$56,726.0	32.9	\$14,638.3	\$18,056.4	\$59,378.8	30.4

Program elements in the base support category include base communications, environmental compliance, real property maintenance and real property services activities, child and family services, leases, maintenance of nontactical equipment, food service programs, and community and morale support activities. Table 7 shows the amount requested and obligated for the above base operations program elements in fiscal year 1995.

Table 7: Amounts Requested and Obligated for Base Support Program Elements in Fiscal Year 1995

Dollars in millions

Base support activities	Army		Air Force	
	Request	Obligated	Request	Obligated
Base communications	\$166.7	\$267.0	\$201.4	\$238.6
Audio-visual activities	36.9	58.5	43.7	46.5
Base operations	3,345.7	3,505.3	2,555.6	2,277.9
Child and family services	134.5	139.3	97.2	110.6
Environmental activities	465.1	1,123.3	404.0	773.8
Base maintenance and repair	792.6	973.9	1,267.6	2,442.8
Minor construction	55.6	110.0	104.0	89.0
Engineering installation support	0	0	92.3	91.0
Total	\$4,997.1	\$6,177.3	\$4,765.8	\$6,070.2

Of particular interest is the amount the services obligated for base maintenance and repair—about \$974 million obligated versus about \$793 million requested for the Army and about \$2.4 billion obligated versus

\$1.3 billion requested for the Air Force. In fiscal year 1995, Congress reduced the Army's and the Air Force's requests by \$100 million, respectively. Therefore, the fact that the services obligated more than requested cannot be explained by Congress appropriating more than was requested. The more likely answer is that O&M funds from other programs were reprogrammed to the base maintenance and repair accounts. Another area where the services obligated more than was requested was for environmental activities. Whereas the Army requested about \$465 million for these activities, it obligated over \$1.1 billion. The Air Force also obligated significantly more of its O&M funds for environmental activities than it requested—about \$774 million versus \$404 million. The reason for this is that the requested amounts do not include funds transferred from DOD to the services under DOD's environmental account.

Funding for Management, Command, and Servicewide Activities

Between fiscal years 1993 through 1995, the Army obligated approximately 37 percent of its O&M funds for management, command, and servicewide activities. The Air Force obligated about 35 percent of its O&M funds for the same purposes.

Table 8 shows the amounts requested and obligated for management, command, and servicewide program elements during the 3-year period under review. Although the amounts obligated by the Army decreased from fiscal years 1993 to 1994, fiscal year 1995 obligations show a reversal of that trend. Air Force obligations rose steadily over this same time period.

Table 8: Funds Requested and Obligated for Management, Command, and Servicewide Activities for Fiscal Years 1993 Through 1995

Dollars in millions

Fiscal year	Army				Air Force			
	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated	Requested	Obligated	Total O&M obligated	Obligated as a percent of total O&M obligated
1993	\$6,318.3	\$7,183.5	\$19,250.0	37.3	\$7,365.1	\$6,832.9	\$18,563.9	36.8
1994	5,495.9	6,811.2	17,942.5	38.0	7,655.3	6,852.4	20,518.9	33.4
1995	6,073.8	7,061.6	19,533.5	36.2	7,326.3	7,218.1	20,296.0	35.6
Total	\$17,888.0	\$21,056.3	\$56,726.0	37.1	\$22,346.7	\$20,903.4	\$59,378.8	35.2

As shown in table 9, Army headquarters and command management activities accounted for \$770 million, or 11 percent, of the total obligations in the management, command, and servicewide activities grouping. The \$770 million included obligations to operate the headquarters activities of the Army's specified commands as well as the operations of the departmental headquarters located in Washington, D.C., and other headquarters activities, such as the Corps of Engineers, public affairs, and space activities. The Air Force obligated about \$654 million, or about 9 percent, of its management, command, and servicewide activities funds for similar programs.

Table 9: Amounts Requested and Obligated for Management, Command, and Servicewide Program Elements in Fiscal Year 1995

Dollars in millions				
Management, command, and servicewide activities	Army		Air Force	
	Requested	Obligated	Requested	Obligated
Information management	\$693.4	\$672.7	\$134.4	\$113.6
Headquarters and command activities	693.5	769.9	480.4	654.3
International activities	305.6	315.3	38.3	45.6
Security and intelligence programs	369.6	356.5	1,413.4	1,383.0
Project management and testing	160.0	204.0	349.5	362.9
Logistics activities	1,767.4	1,756.4	2,566.4	2,398.9
Drug activities	31.8	97.3	0	89.8
Personnel and family activities	908.4	1,653.6	113.3	108.7
Administrative	734.7	909.7	464.4	444.4
Space and satellite	77.7	66.9	1,139.0	1,029.3
Communications and command	331.6	259.2	627.2	587.6
Total^a	\$6,073.7	\$7,061.5	\$7,326.3	\$7,218.1

^aTotals may not agree with 1995 totals shown in previous table due to rounding.

Conclusions

Although it would not be expected that the amounts obligated would necessarily agree with the amounts requested, there are certain obligation trends that seem to emerge. This is particularly true for the Army, which historically obligates less funds for its combat forces than it requests even when appropriated more than requested. Conversely, the opposite trend emerges for the infrastructure and management accounts. The reason why obligations exceed the amounts requested may be because Congress appropriated more than requested. However, another reason could also be that funds initially requested for other O&M accounts were reprogrammed

to the infrastructure and management accounts. We believe that this report will assist congressional decisionmakers by showing how obligation patterns differ from the budget estimates submitted to Congress.

Agency Comments and Our Evaluation

In commenting on a draft of this report, DOD said that all of the Army's special activities programs (see app.II) should not have been included in the management, command, and servicewide activities category. DOD said that special activities include items such as the Army battle simulation center, Louisiana maneuvers, Army flying hour program, combat training centers, training range operations, soldier modernization, and contingency operations and that these items should have been included in the combat forces category. DOD further stated that the only portion of special activities that was properly included in the management, command, and servicewide activities category was subsistence-in-kind, which has been about \$250 million to \$300 million a year. DOD contended that including all of these programs in the management, command, and servicewide activities category led us to conclude that this category was too large in comparison to the combat forces budget.

DOD's response included a level of detail beyond the program element level that was not available to us during our review of the activities included in the special activities category or other O&M subaccounts. For that reason, our analysis was based on the program element level that was available for all O&M subaccounts. We categorized special activities as management, command, and servicewide activities because of the Army's definition of the special activities program element. The Army defines special activities as units with a predominantly peacetime mission.

After analyzing obligation data and the description of the type of activities DOD said are included in the special activities program element, with minor exceptions, we do not agree with DOD's assertion that these activities should have been categorized as combat forces activities. If we had had the detailed information during our review, we would have listed the Louisiana maneuvers, battle simulation center, and combat training center as training activities in the training and recruiting category. We would also have listed the cost of training range operations and soldier modernization in the base support category. The above activities accounted for about \$181.3 million of the \$1.5 billion of fiscal year 1995 obligations incurred in the special activities category.

The Army flying hour program in the special activities program element accounted for \$13.3 million out of a total Army flying hour program of \$848.6 million in fiscal year 1995. Furthermore, the type of flying hour program activities included in the special activities program element included aircraft operating costs associated with (1) transporting headquarters command personnel, (2) the multinational force observers in Egypt, and (3) training Army pilots in newly fielded aircraft. The only portion of the \$13.3 million that possibly should be included in the combat forces category is the costs associated with the multinational force observers in Egypt. In our opinion, the flying hour program costs for transporting headquarters command personnel should remain in the management, command, and servicewide activities category and the costs for training Army pilots in newly fielded aircraft should be shown in the training and recruiting category.

The contingency operations that DOD said were in the special activities program element, and which they believe should be categorized as a combat force activity, incurred obligations totaling \$633.2 million in fiscal year 1995. Of this total, \$456.1 million was for operations to restore democracy in Haiti. In our opinion, such operations do not contribute to the day-to-day training of the combat forces to prepare them to carry out their national security mission. Therefore, we believe that these obligations were properly categorized as a management, command, and servicewide activity. There were other obligations, totaling about \$177.1 million, for contingency operations that probably should be listed in the combat forces category. However, including these obligations in the combat forces category would not have a significant effect on the percentage of total obligations incurred for combat forces in fiscal year 1995—an increase from 21.5 percent to 22.4 percent.

Finally, it should be noted that the report does not conclude, as suggested by DOD, that the Army budget for management, command, and servicewide activities was too large in comparison to the combat forces budget. The report reaches no conclusions about the relative significance of the combat forces budget as compared to the budget for management, command, and servicewide activities.

DOD also commented that it disagreed with our statement that only one-third of Army's and Air Force's O&M funds are obligated for combat forces, including training and recruitment. DOD said that some noteworthy examples that we considered to be support activities, but that they believe contribute directly to combat readiness, include the national foreign

intelligence program, national space assets, early warning systems, significant airlift costs, warfighting logistics, and command and control systems.

We agree that the activities cited by DOD contribute to readiness as do many other O&M funded activities. The point of our report was not that certain O&M funded activities do or do not contribute to readiness. Instead, the report was intended to identify those expenditures that could be directly related to combat forces as opposed to infrastructure activities. In categorizing the various costs, we used the Institute for Defense Analyses, the JCS, and the Office of Program Analysis and Evaluation criteria for defining defense missions and infrastructure. In essence, the criteria provide that, if the activity deploys with the combat force, it is defense mission related. If, on the other hand, it operates from a fixed location, it is infrastructure. Based on this criteria, we believe that our categorizations of what is combat force related and what is infrastructure related are appropriate.

DOD further commented that it did not agree with the report's categorization of noncombat activities. DOD said that many of these activities enhance combat capability and are not merely "nice to have" programs that are funded at the expense of combat elements.

The use of the term noncombat was to distinguish the "other than combat" activities from the category labeled "combat forces" activities. The purpose of this delineation was to illustrate what portion of the O&M funds were used for those O&M activities that could be directly related to the combat forces as opposed to those O&M activities that were infrastructure related. This categorization was not, in any way, intended to imply that the infrastructure related activities do not contribute to combat capability. To avoid confusion, we deleted the word "noncombat" from the report section.

DOD also provided suggested clarification to other issues cited in the report. We considered the clarifying information and made changes where deemed appropriate. DOD comments are presented in their entirety in appendix IV.

The scope and methodology of our review are discussed in appendix I. We are sending copies of this report to the Secretaries of the Army, the Navy, and the Air Force; the Director, Office of Management and Budget; and the

Chairmen, House Committee on Government Reform and Oversight, Senate Committee on Governmental Affairs, the House and Senate Committees on Appropriations, House Committee on National Security, Senate Committee on Armed Services, and Senate Committee on the Budget.

Please contact me on (202) 512-5140 if you have any questions concerning this report. Major contributors to this report are listed in appendix V.

Sincerely yours,

A handwritten signature in black ink, reading "Mark E. Gebicke". The signature is written in a cursive style with a large, stylized "M" and "G".

Mark E. Gebicke
Director, Military Operations
and Capabilities Issues

Contents

Letter	1
Appendix I Scope and Methodology	16
Appendix II Army Fiscal Year 1995	18
Appendix III Air Force Fiscal Year 1995	28
Appendix IV Comments From the Department of Defense	45
Appendix V Major Contributors to This Report	49
Tables	
Table 1: O&M Funds Requested, Received, and Obligated for Fiscal Years 1993 Through 1995	3
Table 2: Army's Fiscal Year 1995 Operating Forces Budget Presentation	4
Table 3: Funds Requested and Obligated for Combat Forces and Support of the Forces for Fiscal Years 1993 Through 1995	5
Table 4: Funds Requested and Obligated for Training and Recruiting for Fiscal Years 1993 Through 1995	6
Table 5: Funds Requested and Obligated for Training and Recruiting Program Elements in Fiscal Year 1995	6
Table 6: Funds Requested and Obligated for Base Support for Fiscal Years 1993 Through 1995	7

Contents

Table 7: Amounts Requested and Obligated for Base Support Program Elements in Fiscal Year 1995	7
Table 8: Funds Requested and Obligated for Management, Command, and Servicewide Activities for Fiscal Years 1993 Through 1995	8
Table 9: Amounts Requested and Obligated for Management, Command, and Servicewide Program Elements in Fiscal Year 1995	9

Abbreviations

DOD	Department of Defense
IDA	Institute for Defense Analyses
JCS	Joint Chiefs of Staff
O&M	operation and maintenance

Scope and Methodology

To obtain the budget and obligation data and an explanation of program elements and how they are used in the budget process, we held discussions with Army, Navy, and Air Force financial management officials. We also reviewed the Army's manual on financial management, which provided a definition of the program elements associated with the operation and maintenance (O&M) appropriation. The Air Force did not have a similar manual but did provide us with some program element definitions. We also reviewed the Institute for Defense Analyses' (IDA) recent paper, A Reference Manual for Defense Mission Categories, Infrastructure Categories, and Program Elements, to help us categorize the program element codes.

To evaluate how the services are using their O&M funds, we asked them to provide us with their budget requests, appropriations, and obligations by program element code for fiscal years 1993 through 1995. The Navy was unable to provide any information at the program element level because that type of data is not maintained at the headquarters level. As a result, we did not include the Navy in our analysis. Also, the Army and the Air Force were unable to provide appropriation data by program element code because neither service allots the appropriation below the subactivity level.

Using the Army and the Air Force databases, we divided the program element codes into four broad categories: combat forces and support of combat forces, training and recruiting, base support, and management, command, and servicewide activities. The rationale for these categorizations was the services' program element definitions as well as definitions developed by IDA, the Office of Program Analysis and Evaluation, and the Joint Chiefs of Staff (JCS). The IDA and Office of Program Analysis and Evaluation divided the services' program elements into two broad classes—defense missions and infrastructure. Defense missions were defined as those activities that produced the expected outputs of the Department of Defense as well as activities that directly support the mission by deploying with combat forces. Both the IDA and the JCS defined infrastructure as those activities that are operated from a fixed location.

All program elements were then placed in the appropriate category even though the program element may have been categorized differently in the service's budget document. For example, all program elements related to environmental activities were included in the base support category. Similarly, all program elements for management of headquarters activities

were included in the management, command, and servicewide activities category. We then calculated the percentage of both budgeted and obligated funds by category to determine the funding levels for the various O&M activities. Our review was performed between October 1995 and February 1996 at the Army, the Air Force, and the DOD headquarters level in accordance with generally accepted government auditing standards.

Army Fiscal Year 1995

Dollars in thousands

Program Element Code	COMBAT FORCES AND SUPPORT OF FORCES		
	Program Element Title	Requested	Obligated
COMBAT FORCES			
111011	Divisions	\$1,555,737	\$1,134,725
111012	Nondivisional Combat Brigades/Regiments	46,202	97,596
111013	Other Nondivision Combat Units	181,535	189,891
	Subtotal	\$1,783,474	\$1,422,212
SUPPORT OF FORCES			
112013	Special Ammunition Control	\$224	\$0
112014	Tactical Support Other Units	81,916	80,928
112015	Tactical Support Communications Units	21,932	26,451
112016	Tactical Support Intelligence Units	26,430	62,091
112017	Tactical Support Medical Units	87,222	108,409
112018	Tactical Support Logistics Units	438,033	374,428
112019	Tactical Support Administration Units	10,273	10,270
112020	Tactical Support Maintenance of Tactical Equipment	275,529	363,044
112021	Tactical Support Defense Airborne Reconnaissance	21,400	16,229
112025	Tactical Support DCS Network	27,351	30,726
112086	Special Mission Support Centam Activity	0	5
112089	Communications Support	30,966	30,209
114114	Air Traffic Control Tactical	5,284	6,265
112091	Intelligence Support Activities	96,105	90,808
113081	Theater Air Defense Forces	5,983	13,660
113085	Theater Defense Forces	71,367	52,599
118207	Depot Maintenance	1,037,338	1,002,071
211029	Army Strategic Mobility Program	284,647	281,386
212030	War Reserve Material-Ammunition	0	19,698
212031	War Reserve Material-Nonammunition	54,718	82,782
214037	POMCUS	142,299	116,412
	Subtotal	\$2,719,017	\$2,768,471
	Total	\$4,502,491	\$4,190,683

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	TRAINING AND RECRUITING		
	Program Element Title	Requested	Obligated
OFFICER ACQUISITION			
311721	Service Academy	\$47,603	\$47,475
311722	Officer Candidate School	135	113
314723	ROTC	109,642	112,649
Subtotal		\$157,380	\$160,237
SKILL TRAINING			
312711	Recruit Training	\$3,622	\$4,319
313761	One Station Unit Training	15,453	12,595
321731	General Skills Training	202,930	202,148
321733	General Intelligence Skills Training	9,592	10,262
321734	Cryptologic/Signal Intelligence-Related Skills Training	10,834	3,029
322741	Undergraduate Pilot Training	107,485	85,066
322743	Other Flight Training	150,682	132,242
Subtotal		\$500,598	\$449,661
OTHER TRAINING			
114093	Force Related Training	\$457,331	\$371,232
116011	JCS Directed and Coordinated Exercises	66,412	52,203
324731	Training Support to Units	46,396	85,052
Subtotal		\$570,139	\$508,487
PROFESSIONAL EDUCATION			
434761	Education/Training Counterdrug	\$0	\$292
334751	Army Civilian Training	84,274	78,048
323751	Professional Military Education	72,528	57,463
323752	Other Professional Education	14,768	13,176
334753	Acquisition Corps	5,072	5,196
333732	Army Continuing Education System	85,634	80,683
Subtotal		\$262,276	\$234,858
TRAINING SUPPORT			
324774	Air Traffic Control (ATC) Management	\$5,511	\$4,523
324020	Tactical Support-Maintenance of Tactical Equipment	120,650	48,072
324771	Support of the Training Establishment	102,313	135,004

(continued)

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	TRAINING AND RECRUITING		
	Program Element Title	Requested	Obligated
324772	Training Developments	58,011	71,626
324773	ATC/Ground Support/Range Operations	22,402	26,430
	Subtotal	\$308,887	\$285,655
	RECRUITING		
312714	Personnel Processing Activities	\$5,544	\$6,528
331711	Personnel Procurement	86,254	92,169
331712	Advertising Activities	51,778	63,494
331715	Recruiting and Examining Data Processing Activities	24,355	20,866
332713	Personnel Procurement Examining Activities	54,080	51,218
332716	Examining Data Processing Activities	0	13,793
	Subtotal	\$222,011	\$248,068
	RECRUITING LEASES		
336896	Military Entrance Processing Stations Leases	\$31,457	\$29,691
336996	Recruiting Leases	101,865	100,534
	Subtotal	\$133,322	\$130,225
	OTHER		
335721	JROTC	\$67,714	\$67,781
333733	Veterans Education Assistance Program	25,326	19,007
	Subtotal	\$93,040	\$86,788
	Total	\$2,247,653	\$2,103,979

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	BASE SUPPORT		
	Program Element Title	Requested	Obligated
BASE COMMUNICATIONS			
336795	Base Communications	\$18,969	\$19,719
325795	Base Communications	31,892	35,148
315895	Base Communications	1,240	1,359
117095	Base Communications	63,691	93,246
438295	Base Communications Administration	22,077	25,550
438895	Base Communications Logistics	28,782	91,961
	Subtotal	\$166,651	\$266,983
AUDIO VISUAL ACTIVITIES			
336790	Audio Visual Support	\$2,784	\$2,809
315890	Audio Visual Information Production	2,470	2,709
438890	Audio Visual Support	3,600	5,128
438490	Audio Visual Support	557	676
325790	Audio Visual Support	15,529	25,681
117090	Audio Visual Support	11,976	21,466
	Subtotal	\$36,916	\$58,469
BASE OPERATIONS			
117096	Base Operations	\$2,175,343	\$2,266,462
325796	Base Operations	701,614	743,524
438896	Base Operations	283,856	279,789
315896	Base Operations	61,010	64,179
438796	Base Operations Medical-HSC Youth Development	0	558
438396	Real Estate Leases	123,849	150,777
	Subtotal	\$3,345,672	\$3,505,289
CHILD AND FAMILY SERVICES			
117719	Child Development	\$57,832	\$67,180
325719	Child Development Services	18,662	17,466
438719	Child Development Services	12,720	14,608
315819	Child Development Services USMA	1,212	1,303
325720	Family Centers	7,990	5,979
438720	Family Centers	9,864	7,864
117720	Family Centers	25,801	24,605
315820	Family Centers	390	301
	Subtotal	\$134,471	\$139,306

(continued)

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	BASE SUPPORT	Requested	Obligated
	Program Element Title		
ENVIRONMENTAL ACTIVITIES			
439008	DERA	\$0	\$669,196
325756	Environmental Compliance	103,058	82,600
117056	Environmental Compliance	294,326	283,490
438856	Environmental Compliance	65,129	81,982
315856	Environmental Compliance USMA	2,625	5,996
Subtotal		\$465,138	\$1,123,264
MAINTENANCE AND REPAIR			
325778	Maintenance and Repair	\$169,857	\$171,487
117078	Maintenance and Repair	532,109	709,371
438878	Maintenance and Repair	45,400	54,868
315878	Maintenance and Repair USMA	45,223	38,125
Subtotal		\$792,589	\$973,851
MINOR CONSTRUCTION			
325776	Minor Construction	\$13,601	\$14,978
117076	Minor Construction	36,456	88,194
315876	Minor Construction USMA	1,130	1,255
438876	Minor Construction	4,446	5,672
Subtotal		\$55,633	\$110,099
Total		\$4,997,070	\$6,177,261

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
INFORMATION MANAGEMENT			
115152	WIS	\$48,319	\$46,203
432614	Info Systems Selection Acquisition	4,649	5,819
2610	Information Management	0	0
311612	Information Management-Auto Support USMA	6,733	6,354
434612	Information Management Automation Support	44,791	46,005
324612	Information Management Automation Support	16,285	5,133
432612	Information Management Automation Support	212,012	192,618
112612	Information Management Automation Support	28,138	44,103
435612	Information Management Automation Support	43,134	47,747
423612	Information Management Automation Support	102,851	114,897
432616	Information Management Central Software	56,972	52,426
423616	Information Management Central Software Design Activities	26,758	10,438
432100	Information Management Reimbursable Nonautomation Programs	0	0
435611	Information Program Management	636	549
423611	Information Program Management	3,058	2,477
432611	Information Program Management	79,749	87,151
112611	Information Program Management	4,713	8,964
324611	Information Program Management	14,618	1,772
	Subtotal	\$693,416	\$672,656
HEADQUARTERS AND COMMAND ACTIVITIES			
411398	Management Headquarters GDIP	\$3,842	\$4,375
411198	Management Headquarters(Cryptologic)	13,874	13,375
411298	Management Headquarters(FCI)	678	669
441098	Management Headquarters	19,432	18,436

(continued)

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
431A98	Management Headquarters US Army Acquisition Executive Support Agency	8,747	3,595
122398	Management Headquarters USEUCOM	15,412	11,859
431398	Management Headquarters Departmental	105,535	127,001
431498	Management Headquarters Departmental Headquarters Support	22,457	17,239
431998	Management Headquarters Information	37,270	47,790
431898	Management Headquarters Logistics	108,226	123,014
431D98	Management Headquarters PEO Information	2,274	3,627
431698	Management Headquarters PEOs	23,577	22,385
431298	Management Headquarters Public Affairs	2,692	3,177
431C98	Management Headquarters Space Activities	208	49
324798	Management Headquarters TRADOC	25,592	36,734
431598	Management Headquarters USACIDC	2,998	3,690
122598	Management Headquarters USSOUTHCOM	5,109	6,601
431B98	Management Headquarters WWMCCS	2,274	6,103
122498	Management Headquarters PACOM	1,092	3,258
113098	Management Headquarters	130,791	132,061
431798	Management Headquarters OCE Activities	1	0
331798	Management Headquarters USAREC	9,625	12,616
431098	Management Headquarters Traffic	492	0
121198	Management Headquarters Concept Analysis Agency	850	917
411998	Security and Intelligence Activities Management Headquarters	1,528	3,312
122113	USEUCOM Activities	16,844	5,284
122114	USPACOM Activities	61	0
122115	USSOUTHCOM Activities	3,812	33,058
121018	Combat Development Activities	128,204	129,710
Subtotal		\$693,497	\$769,935

(continued)

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
INTERNATIONAL ACTIVITIES			
411145	Arms Control Implementation	\$39,237	\$31,624
441004	International Activities	246,093	256,701
442010	Miscellaneous Support to Other Nations	18,177	24,836
442002	Foreign Military Sales Program Personnel	0	40
442015	Technology Transfer	2,090	2,115
	Subtotal	\$305,597	\$315,316
SECURITY AND INTELLIGENCE PROGRAMS			
411011	Cryptologic Activities	\$70,281	\$75,977
411055	Cryptologic Communications	6,085	4,575
411127	Foreign Counterintelligence Activities	23,914	23,820
411128	Security and Investigation Activities	52,990	38,490
411302	Army Intelligence Agency	55,397	58,561
411318	HUMINT	33,064	32,720
411321	HUMINT Overt	23,247	21,402
411327	Technical Reconnaissance and Surveillance	9,394	9,248
411329	European Command GDIP Activities	25,492	31,129
411330	Pacific Command GDIP Activities	723	410
411334	Other Command GDIP Activities	8,294	6,526
411335	Automated Data Processing GDIP Support	29,400	25,462
411339	Intelligence, Telecommunications, and Defense Special Security System	3,256	2,825
112119	Tactical Cryptologic Activities	28,065	25,359
	Subtotal	\$369,602	\$356,504
PROJECT MANAGEMENT AND TESTING			
423806	Acquisition Support to Project Managers	\$0	\$2
423808	Acquisition Support to PEO	0	80
432615	Product/Project/Program Managers	24,112	43,112
423829	System/Program/Project/Product Management	42,549	52,289

(continued)

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
121015	Combat Development Test, Experimentation, and Instrumentation	93,351	108,506
	Subtotal	\$160,012	\$203,989
	LOGISTICS ACTIVITIES		
423005	Disposal of Radioactive Material	\$2,978	\$6,828
423012	Logistic Support Activity	137,293	213,669
423892	Troop Issue Subsistence Activity	27,264	30,183
421028	Other Transportation Related Activities	44,316	52,119
421010	Second Destination Transportation	500,516	422,283
213045	Industrial Preparedness	89,728	91,203
422121	End Item Integrated Material Management	385,524	383,363
424041	Ammunition Commodity Management	388,599	396,952
437018	Construction and Real Estate Administration	98,209	92,924
422120	End Item Supply Depot Support	93,000	66,921
	Subtotal	\$1,767,427	\$1,756,445
	DRUG ACTIVITIES		
434779	Drug Abuse Treatment Activities	\$0	\$1,563
434711	Drug Abuse Residential Treatment	0	594
434789	Drug Abuse Prevention (OSD)	0	21,479
434714	Other Counterdrug Activities	0	11,440
122189	Counterdrug Activities	31,848	62,201
	Subtotal	\$31,848	\$97,277
	PERSONNEL AND FAMILY ACTIVITIES		
434710	Community and Family Support Activities	\$39,558	\$33,843
434716	Other Personnel Activities	43,879	27,309
433709	Army Personnel Management and Support Activities	81,413	73,803
434734	Army Career Alumni Program	19,750	18,681
114092	Special Activities	723,829	1,499,964
	Subtotal	\$908,429	\$1,653,600
	ADMINISTRATIVE		
434707	Correctional Facilities	\$10,197	\$9,461
432617	Publications, Printing, and Reproductions	21,972	20,325

(continued)

Appendix II
Army Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
432618	Records Management and Mailroom Operations	9,992	8,454
434771	Armed Forces Radio and TV Service	16,759	16,156
435212	Servicewide Support	461,606	440,292
435520	Criminal Investigations	28,831	29,639
435214	Public Affairs	7,750	9,151
436099	Claims and Admin Support	177,564	123,673
435027	DBOF Support	0	1,614
439900	Reimbursable Sale of Supplies	0	-59
451020	Closed Accounts Adjustments	0	5,472
431022	Foreign Currency Fluctuation	0	245,549
	Subtotal	\$734,671	\$909,727
	SPACE AND SATELLITE ACTIVITIES		
432169	Army Space Activities	\$24,229	\$26,877
432142	SATCOM	53,467	40,058
	Subtotal	\$77,696	\$66,935
	COMMUNICATIONS AND COMMAND		
122117	Airborne Command Post	\$68	\$97
115145	Strategic Command and Control Facilities	13,177	12,410
432111	Strategic Army Communications (STARCOM)	149,126	0
432168	National Center for Communication and Electronics	3,679	3,724
432126	DCS Long-Haul Communication	148,860	224,708
432140	Information Security	16,675	18,301
	Subtotal	\$331,585	\$259,240
	Total	\$6,073,780	\$7,061,624
	Total Army O&M	\$17,820,99	\$19,533,54

Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	COMBAT FORCES AND SUPPORT OF FORCES		
	Program Element Title	Requested	Obligated
COMBAT FORCES			
11113F	B-52 Squadron	\$288,213	\$321,306
11118F	Short Range Attack Missile (AGM-69)	1,508	1,283
11120F	Advanced Cruise Missile	32,460	18,244
11122F	Air Launched Cruise Missile	22,357	20,067
11124F	Harpoon	1,188	1,361
11126F	B-1B Squadrons	482,062	482,173
11127F	B-2 Squadrons	205,673	86,410
11128F	B-52 Conventional Squadrons	202	1,088
11213F	Minuteman Squadrons	385,640	297,821
11215F	Peacekeeper Squadrons	86,258	140,928
11235F	ICBM Helicopter Support	5,901	12,530
11313F	STRAT War Planning System USSTRATCOM	48,796	43,413
12120F	F-16AD Interceptor Squadron	0	7
27128F	F-4 Squadrons	64,816	35,644
27129F	F-111 Squadrons	73,029	151,895
27130F	F-15 A/B/C/D Squadrons	516,705	606,455
27131F	A-10 Squadrons	73,878	93,790
27133F	F-16 Squadrons	510,878	461,102
27134F	F-15E Squadrons	258,895	271,802
27136F	Manned Destructive Supression	1,747	715
27141F	F-117A Squadrons	222,773	219,833
27161F	Tactical Aim Missile	2,072	946
27162F	Tactical AGM Missiles	2,134	207
27163F	Advance Medium Range A/A Missile (Procurement)	28	0
27165F	Standoff Attack Weapon	616	514
27222F	KC-10A	15,986	7,556
27223F	KC-135S	49,138	76,268
27249F	Lantirn Procurement	3,508	5,399
27252F	EF-111 Squadrons	193,353	77,983
27313F	Maverick	1,092	4,235
27581F	Joint Stars	5,664	5,408
44011F	Special Operations Forces	54,913	56,661
Subtotal		\$3,611,483	\$3,503,044

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	COMBAT FORCES AND SUPPORT OF FORCES		
	Program Element Title	Requested	Obligated
	SUPPORT OF FORCES		
21121F	USSOCOM Command & Control Platform	\$1,749	\$1,216
27247F	Air Force Tencap	20,195	14,360
27248F	Special Evaluation Program	15,169	18,490
27253F	Compass Call	88,616	87,446
27411F	Overseas Air Weapon Control System	8,985	5,794
27412F	Theater Air Control System	63,997	52,429
27414F	Combat Intelligence System	924	1,526
27415F	TBM Core C2 System	613	4,296
27416F	Tactical Command/Control System	205	146
27417F	Airborne Warning & Control System	162,792	168,885
27418F	Tactical Airborne Control System	50,680	48,963
27419F	Tactical Airborne CMD & Control System	13,759	17,134
27422F	Deployable C3 Systems	23,722	27,874
27423F	Advanced Communications Systems	0	56
27425F	Command Communications (TAC)	10,605	17,736
27431F	Combat Air Intelligence System Activities	50,562	48,814
27432F	Aircraft Delivery	703	560
27433F	Advanced Program Technology	33,293	37,820
27434F	JTIDS Class 2/2H Terminal Supt Act	2	137
27442F	Common Electronic Countermeasures EQ	3,422	6,534
27587F	Special Recon Systems	5,029	1,564
27591F	Advanced Program Evaluation	35,643	32,589
27593F	Chemical/Biological Defense Program	7,909	7,224
28006F	Mission Planning Systems	19,618	21,000
28007F	Tactical Deception	2,667	2,426
28010F	JT Tactical Command Program (TRI-TAC)	1,930	0
35116F	Aerial Targets	768	350
35155F	Theater Nuclear Weapon Storage & Sec System	286	113
41115F	C-130 Airlift Squadrons	50,376	208,097
41218F	KC-135S	327,718	259,186
41219F	KC-10S	166,698	165,819

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	COMBAT FORCES AND SUPPORT OF FORCES		
	Program Element Title	Requested	Obligated
41315F	SOUTHCOM Stol Aircraft	22,856	24,200
44102F	Aerospace Rescue and Recovery	27,732	44,547
72207F	Depot Maintenance (NON-IF)	145,950	132,569
28030F	WRM—Ammunition	18,775	16,472
28031F	WRM—Equipment/Secondary Items	134,349	185,902
	Subtotal	\$1,518,297	\$1,662,274
	Total	\$5,129,780	\$5,165,318

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	TRAINING AND RECRUITING		
	Program Element Title	Requested	Obligated
OFFICER ACQUISITION			
84721F	Service Academy	\$44,438	\$47,451
84722F	Officer Candidate Schools	1,767	1,523
84723F	Reserve Officer Training Corps	37,529	36,306
84724F	Other College Commissioning Programs	356	348
	Subtotal	\$84,090	\$85,628
SKILL TRAINING			
84711F	Recruit Training Units	\$4,398	\$4,539
84731F	General Skill Training	174,813	152,312
84733F	General Intelligence Skill Training	9,219	5,096
84734F	Crypto/Sigint Related Skill Training	14,471	10,912
84735F	Undergraduate Space Training	684	4,834
84741F	Undergraduate Pilot Training	274,034	219,574
84742F	Undergraduate Navigator Training	25,243	19,493
84743F	Other Flight Training	5,145	14,498
84744F	EURO-NATO Joint Jet Pilot Training	20,031	30,554
84748F	Flight Screening	7,676	10,437
84749F	Instrument Flight Center	768	0
86761F	Education & Training-Health Care	0	8
86861F	Education & Training-Health Care	0	1,296
	Subtotal	\$536,482	\$473,553
OTHER TRAINING			
11897F	Training (Offensive)	\$61,288	\$23,392
12897F	Training (Defensive)	13,633	85
27218F	TAC FTR TNG (Aggressor) Sq	7,619	8,250
27597F	Training-Tactical Air Forces	445,367	530,305
28011F	JCS Directed and Coordinated Exercises	29,265	36,891
41897F	Training	292,327	282,131
	Subtotal	\$849,499	\$881,054
PROFESSIONAL EDUCATION			
84751F	Professional Military Education	\$37,130	\$40,256
84752F	Other Professional Education	42,912	42,745
88751F	Civilian Training/Education/Dev	77,856	74,971

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	TRAINING AND RECRUITING		
	Program Element Title	Requested	Obligated
89732F	Off-Duty/Voluntary Education Program	75,280	82,419
	Subtotal	\$233,178	\$240,391
	TRAINING SUPPORT		
27428F	TAC Fighter Weapons Center Range	\$32,594	\$34,275
27429F	Combat Training Range Equipment	9,323	11,953
27580F	Ground Training Munitions	8	6
84771F	Support of Training Establishment	12,845	23,416
84772F	Training Developments	14,767	13,621
89731F	Training Support to Units	13,402	4,203
	Subtotal	\$82,939	\$87,474
	RECRUITING		
81711F	Recruiting Activities	\$34,679	\$35,454
81712F	Advertising Activities	7,206	13,052
81713F	Examining Activities	1,575	1,631
81714F	Personnel Processing Activities	1,860	1,173
	Subtotal	\$45,320	\$51,310
	OTHER		
89721F	Junior ROTC	\$20,908	\$20,456
89733F	Veterans Educational Assistance Program	2,806	2,500
	Subtotal	\$23,714	\$22,956
	Total	\$1,855,222	\$1,842,366

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	BASE SUPPORT		
	Program Element Title	Requested	Obligated
BASE COMMUNICATIONS			
91295F	Base Communications (Administrative)	\$11,858	\$12,831
72895F	Base Communications (Logistics)	41,014	33,784
85795F	Base Communications (Training)	17,321	16,703
27595F	Base Communications-Tactical Air Forces	57,339	101,272
35895F	Base Communications	17,510	29,296
11895F	Base Communications (Offensive)	21,834	17,611
85895F	Base Communications-Service Academy	3,627	3,537
12895F	Command and Base Communications-Air Defense	582	211
41895F	Command and Base Communications-AMC	30,336	23,387
Subtotal		\$201,421	\$238,632
AUDIO VISUAL ACTIVITIES			
12890F	Visual Info Activities-Strategic	\$1,530	\$2,506
28090F	Visual Info Activities-Tactical	4,068	8,489
35890F	Visual Info Activities-OTH Program 3	4,217	6,494
41890F	Visual Info Activities-Airlift	3,106	2,837
72890F	Visual Info Activities-Logistics	8,480	7,728
85790F	Visual Info Activities-Training	5,502	6,090
92490F	Visual Info Activities-Admin	16,765	12,329
Subtotal		\$43,668	\$46,473
BASE OPERATIONS			
11896F	Base Operations-Offensive	\$210,145	\$154,119
91296F	Base Operations-Admin	108,882	104,923
41896F	Base Operations-Airlift	345,068	362,293
12896F	Base Operations-Defensive	7,456	912
72896F	Base Operations-Logistics	349,234	415,393
85896F	Base Operations-Service Academy	48,520	24,031
85796F	Base Operations-Training	330,342	209,660
31196F	Base Operations-Crypto	7,638	2,243
35896F	Base Operations-Other Programs	187,005	117,844
27596F	Base Operations-Tactical	961,278	886,513
Subtotal		\$2,555,568	\$2,277,931

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	BASE SUPPORT		
	Program Element Title	Requested	Obligated
CHILD AND FAMILY SERVICES			
78719F	Child Development	\$8,709	\$12,527
48719F	Child Development	10,502	12,631
98719F	Child Development	1,481	1,393
88719F	Child Development	6,532	7,148
35919F	Child Development	2,699	4,308
28719F	Child Development	29,667	43,286
41719F	Child Development	0	3
85719F	Child Development-Service Academy	763	762
78720F	Family Center	3,933	3,845
88720F	Family Centers	4,651	3,771
35920F	Family Centers	1,460	1,656
98720F	Family Centers	1,579	503
48720F	Family Centers	4,335	3,662
28720F	Family Centers	20,709	14,873
85720F	Family Centers-Service Academy	153	203
	Subtotal	\$97,173	\$110,571
ENVIRONMENTAL ACTIVITIES			
78008F	Defense Environmental Restoration Program	\$47	\$367,684
85856F	Environmental Compliance Service Academy	2,320	1,756
35856F	Environmental Compliance	28,132	23,857
41856F	Environmental Compliance	33,753	26,556
31156F	Environmental Compliance	0	155
91256F	Environmental Compliance	2,070	5,181
78056F	Environmental Compliance	86,853	78,979
11856F	Environmental Compliance	41,468	31,199
27456F	Environmental Compliance	93,249	115,202
12856F	Environmental Compliance	2,862	2,230
85756F	Environmental Compliance-Training	30,170	17,328
78053F	Environmental Conservation	0	1,856
28853F	Environmental Conservation	0	13,209
11853F	Environmental Conservation	0	2,710
35853F	Environmental Conservation	0	3,559
41853F	Environmental Conservation	0	734

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	BASE SUPPORT		Requested	Obligated
	Program Element Title			
85853F	Environmental Conservation-Service Academy	0	158	
85753F	Environmental Conservation-Training	0	875	
35854F	Pollution Prevention	0	1,917	
28854F	Pollution Prevention	0	12,501	
11854F	Pollution Prevention	0	2,244	
78054F	Pollution Prevention	83,097	53,940	
41854F	Pollution Prevention	0	5,968	
85854F	Pollution Prevention-Service Academy	0	407	
85754F	Pollution Prevention-Training	0	3,568	
	Subtotal	\$404,021	\$773,773	
	MAINTENANCE AND REPAIR			
12878F	Maintenance and Repair-Defensive	\$1,703	\$1,516	
11878F	Maintenance and Repair-Offensive	126,569	143,529	
41878F	Maintenance and Repair-Airlift	133,272	143,853	
31178F	Maintenance and Repair-Cryptologic	6,447	5,533	
72878F	Maintenance and Repair-Logistics	233,763	233,298	
35878F	Maintenance and Repair-Other Program	98,657	102,905	
85878F	Maintenance and Repair-Service Academy	31,851	34,709	
85778F	Maintenance and Repair-Training	126,363	157,869	
27578F	Maintenance and Repair-Tactical	493,239	667,407	
91278F	Maintenance and Repair-Administrative	5,742	24,903	
91279F	Real Property Services-Administrative	0	6,552	
31179F	Real Property Services-Cryptologic	0	1,879	
12879F	Real Property Services-Defensive	0	1,600	
72879F	Real Property Services-Logistics	0	144,627	
41879F	Real Property Services-Mobility Forces	0	97,548	
11879F	Real Property Services-Offensive	0	101,181	
35879F	Real Property Services-Other Programs	0	119,807	
85879F	Real Property Services-Service Academy	0	18,082	
27479F	Real Property Services-Tactical Air Force	0	365,618	
85779F	Real Property Services-Training	0	70,422	
	Subtotal	\$1,267,606	\$2,442,838	

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	BASE SUPPORT		
	Program Element Title	Requested	Obligated
MINOR CONSTRUCTION			
12876F	Minor Construction (RPM) (Defensive) (H)	\$0	\$2
31176F	Minor Construction (RPM)-Cryptologic	1,529	4,280
35876F	Minor Construction (RPM)-Other Program	8,705	9,034
85876F	Minor Construction (RPM)-Service Academies	3,244	1,818
27576F	Minor Construction (RPM)-TAC Air Forces	51,337	26,766
91276F	Minor Construction (RPM)-Administrative	1,055	1,932
11876F	Minor Construction (RPM) (Offensive)	11,061	8,283
72876F	Minor Construction (RPM)-Logistics	9,946	13,678
41876F	Minor Construction (RPM)-Airlift	8,864	8,024
85776F	Minor Construction (RPM)-Training	8,296	15,165
Subtotal		\$104,037	\$88,982
ENGINEERING INSTALLATION SUPPORT			
35123F	AFCC Engineering and Installation	\$76,305	\$67,504
35914F	Engineering Inst Supt-SPACECOM	756	815
91240F	Engineering Installation-Administrative	525	493
27436F	Engineering Installation Support-CAF	10,271	16,682
78029F	Engineering Installation Support-AFM	1,923	2,365
41842F	Engineering Installation Support-AMC	1,806	2,163
85760F	Engineering Installation Support-AETC	692	969
Subtotal		\$92,278	\$90,991
Total		\$4,765,772	\$6,070,191

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
INFORMATION MANAGEMENT			
33151F	WWMCCS-ADP	\$0	\$8,320
33152F	Automated Data Processing EQ	11,664	5,133
38610F	Information Management Automation Program	108,545	93,046
38611F	CMN AF Improvement & Insert Program	14,203	7,086
	Subtotal	\$134,412	\$113,585
HEADQUARTERS AND COMMAND ACTIVITIES			
11830F	Operational Headquarters (Offensive)	\$2,399	\$1,447
11898F	Management Headquarters (USSTRATCOM)	23,653	24,847
12816F	Operational Headquarters (Defensive)	6,471	6,112
12898F	Management Headquarters (Strategic DEF FOR) (H)	381	0
13121F	US Space Command (SPACECOM) Activities	2,589	6,053
13122F	US Element (NORAD Activities)	434	1,026
13198F	Management Headquarters (US Element NORAD)	2,109	1,883
13298F	Management Headquarters (US Space Command)	4,095	7,139
21138F	US Central Command (CENTCOM) Activity	7,517	7,865
21898F	Management Headquarters (US CENTCOM)	2,083	2,082
27236F	Operational Headquarters (TAF)	10,495	23,427
27242F	Special Program Applications	2,651	2,650
27438F	Theater Battle Management (TBM) C4I	20,254	22,634
27598F	Management Headquarters (TAC Air Forces)	46,956	92,440
27601F	USAF Wargaming and Simulation	11,352	18,783
28015F	Combat Developments	74,452	104,538
28044F	Objectives & Program Evaluation	63	0
28098F	Management Headquarters (Electronic Security)	3,919	4,041
31398F	Management Headquarters GDIP	601	3,717

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
35998F	Management Headquarters-Space Command	14,888	19,577
41898F	Management Headquarters (Airlift) (Non-DBOF)	29,044	46,096
72898F	Management Headquarters (Logistics)	64,887	69,033
84775F	Operational Headquarters (Technical Training)	1,178	1,634
84777F	Operational Headquarters (FT)	331	3,393
84779F	Air University Headquarters	0	3,786
85798F	Management Headquarters (Training)	26,587	34,216
91225F	Air Force Combat Operations Staff	685	1,025
91298F	Management Headquarters (Public Affairs)	647	649
92398F	Management Headquarters (Departmental)	64,165	69,976
92498F	Management Headquarters (Administrative)	19,805	19,366
92898F	Management Headquarters-ADP Support (OSD)	0	69
92998F	Management Headquarters-ADP Support (AF)	25,379	41,320
A1098F	Management Headquarters (International)	565	964
A1198F	Management Headquarters Technology Transfer Functions	847	802
31198F	Management Headquarters (Cryptologic)	8,871	11,668
	Subtotal	\$480,353	\$654,258
INTERNATIONAL ACTIVITIES			
27216F	US Aircraft Cross-Servicing	\$49	\$85
35145F	Arms Control Implementation	32,620	24,368
A1004F	International Activities	1,063	1,240
A1009F	Service Support to OSD/DSAA-REIMBUR	0	1
A1010F	Misc Support to Other Nations	2,249	2,143
A1012F	NATO AEW+C Program	2,347	17,762
	Subtotal	\$38,328	\$45,599

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
SECURITY AND INTELLIGENCE PROGRAMS			
11133F	SR-71 Squadrons (H)	\$0	\$159
12325F	Joint Surveillance System	46,888	46,950
12331F	Communications (416-L)	19,300	28,579
12411F	North Atlantic Defense System	19,747	12,778
12412F	North Warning System	105,251	53,140
12417F	Over-the-Horizon Radar	6,254	10,668
12444F	Over-the-Horizon Radar System Communication	0	48
27217F	Podded Reconnaissance System (PRS)	752	0
27435F	Tactical Recon Imagery Exploitation	2,612	2,536
27579F	Advanced Systems Improvement	0	928
27589F	Base Physical Security Systems	4,214	4,341
28019F	Tactical Information Program	4,247	6,314
28040F	Project Elegant Lady	0	-197
28047F	Anti-Terrorism	1,868	1,719
31011F	Cryptologic Activities	43,419	43,217
31055F	Cryptologic Communications	7,005	4,684
31305F	Intelligence Production Activities	10,581	6,399
31310F	Foreign Technology Divison	89,157	82,433
31313F	Defense Dissemination Program	11,366	10,632
31314F	Infrared/EO/DEW Processing/Exploit	0	41
31315F	Missile and Space Technology Collection	32,730	37,242
31317F	Senior Year Operations	404	114
31318F	HUMINT (Controlled)	1,812	1,765
31321F	HUMINT (Overt)	11,332	8,956
31324F	Forest Green	49,196	47,377
31328F	Strategic Air CMD GDIP Activities	21,314	20,683
31329F	European Command GDIP Activities	580	0
31334F	Other Commands GDIP Activities	22,546	22,771
31335F	Automated Data Processing GDIP SPT	41,883	48,604
31336F	Central Command GPID Activities	16,177	15,729
31339F	Intel Comm & Def Spec Security System	16,426	13,629

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
33140F	Information Systems Security Program	22,739	24,146
35124F	Special Applications Program	4,298	3,455
35127F	Foreign Counterintelligence Activities	11,033	12,065
35128F	Security/Investigative Activities	42,793	42,152
35142F	Applied Technology & Integration	32,724	27,241
35154F	Defense Airborne Reconnaissance Office	454,458	499,936
35172F	Combined Advanced Application	55,381	56,650
35887F	Electronic Combat Intelligence Support	1,990	609
35892F	Special Analysis Activities	1,342	1,851
35902F	Ballistic Missile Tactical Warning/Attack Asses System	4,400	4,136
35908F	TW/AA Interface Network	13,195	7,621
35909F	Ballistic Missile Early Warning Systems	69,182	70,645
35911F	Defense Support Program	80,996	62,073
35912F	SLBM Radar Warning Systems	15,189	22,318
35913F	NUDET Detection System	2,217	2,003
41300F	Mobility Air Intel System Activities	162	154
91222F	Defense Courier Service	14,210	13,701
	Subtotal	\$1,413,370	\$1,382,995
PROJECT MANAGEMENT AND TESTING			
27426F	Air Force Operational Test and Evaluation Center	\$23,660	\$24,386
72806F	Acquisition and Command Support	325,852	338,489
	Subtotal	\$349,512	\$362,875
LOGISTICS ACTIVITIES			
41122F	Airlift Support Services (IF)(H)	\$0	\$221
41216F	Airlift Mission Activities	1,364,200	1,272,304
41314F	Operational Support Airlift	226,682	228,155
72829F	Logistics Administration Support	18,101	18,114
78010F	Second Destination Transportation	231,874	243,732
78011F	Industrial Preparedness	11,338	10,981
78012F	Logistic Support Activities	120,047	156,861
78016F	Inactive Aircraft Storage/Disposal	7,223	4,392
78050F	Subsistence-in-Kind	53,717	53,798

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
78070F	Logistics Operations (Non-DBOF)	533,247	410,147
78201F	Distribution Depots	0	-42
78202F	Supply Management	0	280
	Subtotal	\$2,566,429	\$2,398,943
	DRUG ACTIVITIES		
12445F	Counterdrug Aerostats	\$0	\$35,864
12446F	Counterdrug Caribbean Basin Radarnet	0	15,295
27440F	Tactical Air Control System for Counternarcotics	0	24,075
27575F	Counternarcotics Operations Support	0	787
28889F	Counterdrug Support	0	4,628
88789F	Counterdrug Demand Reduction	0	7,682
91224F	Military Drug Dogs Counternarcotics Support	0	1,488
	Subtotal	\$0	\$89,819
	PERSONNEL AND FAMILY ACTIVITIES		
88711F	American Forces Info Service Field Activities	\$9,092	\$5,835
88716F	Other Personnel Activities	29,068	24,723
91218F	Civilian Compensation Program	23,084	19,467
91220F	Personnel Administration	52,031	58,689
	Subtotal	\$113,275	\$108,714
	ADMINISTRATIVE		
35109F	DOD Civil Search/Rescue	\$1,013	\$950
91213F	USAF Civil Air Patrol Support	3,701	3,285
91223F	Civil Air Patrol Corporation	4,481	11,334
11820F	Mission Evaluation Activity (Offensive)	2,022	2,205
27430F	Civil Engineer Squadrons (HV Repair)	5,467	9,791
28021F	Electronic Combat Support	39,505	43,253
28022F	Foreign Currency Fluctuations Defense	0	-1,861
91212F	Service-wide Support	387,582	355,383
91214F	Public Affairs	2,745	2,609
91215F	Productivity Investments	10,042	8,143
91216F	Operational Capability-Air Power Assessment	1,076	2,315

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
91515F	Other Support Activities	1,795	2,496
91518F	Service Support to Non-DOD Activities Non-REIMB	779	452
91519F	Service Support to Non-DOD Activities-REIMB	0	14
28038F	Medical Contingency Hospitals	3,900	3,817
91219F	Joint Health Care Management Engineering Team (JLMET)	251	238
	Subtotal	\$464,359	\$444,424
SPACE AND SATELLITE ACTIVITIES			
12310F	NCMC-TW/AA Systems (H)	\$0	\$53
12820F	Mission Evaluation Activity (Defensive)	3,324	3,198
12823F	Strat Aerospace Intel System Activities	1,078	326
33601F	Milstar Satellite Communications System (AF Terminals)	5,679	4,475
33603F	Milstar Satellite Communications System	0	35
33605F	Satellite Communications Terminals	48,259	40,946
35110F	Satellite Control Network	144,719	123,818
35119F	Medium Launch Vehicles	23,042	35,889
35130F	AFSCN Operations	180,455	176,059
35138F	Upper Stage Space Vehicles	8,363	5,938
35144F	Titan Space Launch Vehicles	78,218	63,151
35151F	Satellite Control Net-Communications	22,906	16,099
35158F	Constant Source	3,725	6,450
35160F	Defense Meteorological Satellite Program	12,097	9,154
35162F	Defense Meteorological Satellite Program Communucations	1,639	1,757
35164F	NAVSTAR Global Positioning System (USER EQ)	1,180	949
35165F	NAVSTAR GPS (Space/Grd Segments)	22,230	19,126
35171F	Space Shuttle Operations	1,580	1,483
35173F	Space Test Ctr/Range Consolidation	48,946	43,862
35174F	Space Warfare Center	0	8,807
35181F	Western Space Launch Facility	107,981	73,330
35182F	Eastern Space Launch Facility	167,365	169,518

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
35904F	Space Defense Interface Network	1,960	607
35906F	NCMC-TW/AA Systems	86,836	59,940
35907F	NCMC-Space Defense Systems	11,475	11,996
35910F	Spacetrack	63,412	57,363
35111F	Weather Service	72,219	71,801
35117F	Weather/NOTAM Communications	20,300	23,170
	Subtotal	\$1,138,988	\$1,029,300
COMMUNICATIONS AND COMMAND			
11310F	SAC Automated Command and Control System-ADP	\$0	\$202
11312F	PACCS/WWABNCP System EC-135 CL V MODS	27,363	19,926
11316F	USSTRATCOM Command and Control	54,189	39,761
11317F	PACCS Communications	3,288	2,512
11321F	Special Purpose Communications	346	104
11323F	Minuteman Communications	2,580	10,264
21117F	Airborne Command Post (CINCEUR)	0	32
21131F	US Central Command-Communications	10,127	11,124
21135F	CINC C2 Initiatives	905	977
27588F	Air Base Ground Defense	12,956	17,754
32011F	National Military Command Center	6,569	7,260
32015F	NEACP/E-4B CL V MODS	58,565	56,790
32052F	National Emergency ABN Command Post-Communications	12,996	11,791
32053F	NMCS-Wide Support-Communications	8,900	9,384
33112F	Air Force Communications	127,645	90,415
33126F	Long-Haul Communications (DCS)	197,062	203,863
33129F	Defense Message System-AF	9,670	3,476
33144F	Electromag Compatibility ANAL Center	5,927	6,431
33150F	WWMCCS/Global Command & Control System	26,550	40,860
35114F	Traffic Control/Approach/ Landing System	43,582	34,995
35126F	R-2508 Air Traffic Control Enhancement	2,400	2,780

(continued)

Appendix III
Air Force Fiscal Year 1995

Dollars in thousands

Program Element Code	MANAGEMENT, COMMAND, AND SERVICEWIDE ACTIVITIES		
	Program Element Title	Requested	Obligated
41840F	AMC Command & Control System	15,621	16,925
	Subtotal	\$627,241	\$587,626
	Total	\$7,326,267	\$7,218,138
	Total Air Force O&M	\$19,077,04	\$20,296,01

Comments From the Department of Defense



COMPTROLLER
(Program/Budget)

OFFICE OF THE UNDER SECRETARY OF DEFENSE
1100 DEFENSE PENTAGON
WASHINGTON, DC 20301-1100



MAY 13 1996

Mr. Mark E. Gebicke
Director, Military Operations and Capabilities Issues
National Security and International Affairs Division
U.S. General Accounting Office
Washington, D.C. 20548

Dear Mr. Gebicke:

This is the Department of Defense (DoD) response to the General Accounting Office (GAO) draft report, "O&M FUNDING: Trends in Army and Air Force Use of Funds for Combat Forces and Infrastructure," dated April 19, 1996 (GAO Code 703110/OSD Case 1132). Although there are no recommendations or matters for congressional consideration contained in the report, the Department disagrees with some viewpoints expressed in the report with respect to O&M appropriations and offers the following comments.

With respect to funds budgeted and obligated for combat forces and support for the Army, by including all of special activities located on page 29 of the report in the Management, Command and Servicewide Activities category, the report has miscategorized the majority of that program element. This program includes items such as the Army Battle Simulation Center, Louisiana Maneuvers, the Army flying hour program, combat training centers, training range operations, soldier modernization, and contingency operations, all of which should be included in Combat Forces, rather than Management, Command and Servicewide Activities. The only portion of Special Activities that is properly placed under Management, Command and Servicewide Activities is Subsistence-In-Kind, which has been approximately \$250 to \$300 million per year. This error helped to lead GAO to the erroneous conclusion that the Army budget for Management, Command and Servicewide activities was too large in comparison to the Combat Forces budget. The Department will provide detailed corrections to GAO on this matter.

The report states on page 1 that the Department may view O&M appropriations as a major source of funds to pay for its force modernization efforts, referring to procurement requirements. The Department is carefully evaluating all possibilities to provide for needed modernization funding. However, readiness remains our first priority and O&M will not be reduced in an arbitrary fashion to fund modernization. This said, the current FYDP already includes some reductions to O&M that are possible because of the force drawdown with the funds applied to modernization.

Now on p. 26.

See comment 1.

Appendix IV
Comments From the Department of Defense

Now on p. 2.

The report also states on page 1 that "The Army and Air Force obligate about one-third of their O&M funds for activities directly related to combat forces, including training and recruitment. The remainder goes to support infrastructure type activities such as base support and management activities." The Department does not accept the GAO's unsupported conclusion that only one-third of O&M activities directly relate to combat forces. All O&M funding contributes to a combat ready force. Some noteworthy examples that GAO considers to be support activities, but the Department contends directly impact combat readiness include security programs, including the National Foreign Intelligence Program (NFIP), national space assets, early warning systems to detect nuclear attack, airlift, warfighting logistics, and command and control systems that provide direct support to combat forces, to name several.

Additionally, the report makes a general observation on page 3 concerning the relatively large portion of O&M appropriations devoted to noncombat activities such as infrastructure and management activities. Again, we do not agree with the report's categorization of noncombat activities. Many of these activities, as indicated previously, significantly enhance our combat capability and are not merely "nice to have" programs funded at the expense of combat elements. In addition, since the O&M appropriations are the only major areas that fund necessary infrastructure, recognition must be given to that need, as well as the need to maintain flexibility within the O&M appropriations to respond to changing priorities.

See comment 2.

The report relates the fact that Congress appropriated more funding in FY 1995 than the Department requested, but stated on page 3 that "...the fact that about two-thirds of the funds are used to support the infrastructure and management activities as opposed to combat forces could give rise to a question of whether this is what Congress had in mind when it increased the budget requests to stave off a supposed hollow force." Such a statement does not take into account that funding additions made by Congress to combat areas were specifically implemented by the Department according to the desires of Congress, as detailed in the FY 1995 DoD Appropriations Conference Report. Additionally, because the Department cannot reprogram more than \$20 million among budget activities and is further required to notify Congress if \$20 million or more is moved from the predominant combat related subactivity groups, the notion that Congress was unaware of any final distribution or movement of O&M funding for FY 1995 is simply not the case.

Now on p. 5.

See comment 3.

On page 12 of the report, the statement is made "As discussed earlier, the major category where the services obligated less than budgeted was in the combat forces and support of combat forces area." This is misleading, since the Air Force obligated more funding than budgeted, the Army slightly less, and the report does not include the Navy and Marine Corps. The report's conclusion is clearly not supported by the data in this report and is potentially damaging if taken out of context.

Now on p. 8.

See comment 4.

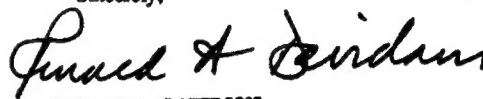
Lastly, the report makes the point on page 11 that the Army and Air Force obligate more funds than budgeted for Environmental Activities, and that one reason for this is that the budgeted amounts do not include funds transferred from Defense-Wide to the Services under the Defense Environmental Restoration Act. This is a misleading statement, since that is the only reason the Services obligate more funding for Environmental Activities than that budgeted. The Services have

Appendix IV
Comments From the Department of Defense

not transferred funding from other activities, combat related or otherwise, into environmental activities, which the GAO report appears to imply.

I appreciate the opportunity to comment on the subject draft report and hope the above comments lend a greater appreciation of the nature and requirements of operation and maintenance accounts.

Sincerely,



RONALD A. DAVIDSON
DEPUTY COMPTROLLER
(PROGRAM/BUDGET)

GAO Comments

1. The report was modified to reflect the fact that DOD has projected further decreases in the O&M account and increases in the procurement account as part of its force modernization efforts.
2. The report was modified to recognize that DOD is required to notify Congress when it reprograms \$20 million or more among budget activities and if \$20 million or more is moved from the predominant combat-related subactivity groups.
3. The report was clarified to point out that the Army obligated less than requested for combat forces and support of forces and that the Air Force obligated more than requested for combat forces and support of the forces.
4. The report was clarified to point out that the reason for the Army and the Air Force obligating more than requested for environmental activities was because the requested amounts do not include funds transferred to the services from the Defense-wide environmental account.

Major Contributors to This Report

National Security and
International Affairs
Division, Washington,
D.C.

Sharon A. Cekala
Robert J. Lane
Carole F. Coffey
Donna M. Rogers